UNITED
NATIONS

E

Economic and Social Council

Distr.
GENERAL

E/AC.51/1994/4
3 March 1994

ORIGINAL: ENGLISH

COMMITTEE FOR PROGRAMME AND COORDINATION
Thirty-fourth session (Part I)
16-27 May 1994
Item 4 (g) of the provisional agenda*

PROGRAMME QUESTIONS: EVALUATION

In-depth evaluation of programme 45, Africa: critical economic situation, recovery and development

Progress report of the Secretary-General

SUMMARY

The Committee for Programme and Coordination (CPC), at its thirty-third session, decided to schedule an in-depth evaluation of programme 45 of the medium-term plan, Africa: critical economic situation, recovery and development, for consideration in 1996.

The present report reviews the development of programme 45 and its structure, resources and activities during the period 1992-1993. Recommendations are made (a) on resource mobilization, coordination of public information activities, need for greater publicity and resources; and (b) in relation with the work of the Panel of High-level Personalities on African Development and with the implementation of the System-wide Plan of Action for African Economic Recovery and Development.

The report concludes with methodological recommendations for a follow-up study of the United Nations system-wide response to the African critical economic situation, including recovery and development.

* E/AC.51/1994/1.

CONTENTS

		Paragraphs	Page
I.	INTRODUCTION	1 - 9	4
	A. Methodology	1 - 4	4
	B. Coordinating and monitoring mechanisms before the establishment of programme 45	5 - 9	4
	1. United Nations Programme of Action for African Economic Recovery and Development, 1986-1990	5	4
	2. Final review and appraisal of the Programme of Action	6 - 8	5
	3. Assessments of the coordinating and monitoring mechanisms	9	6
II.	DEVELOPMENT OF PROGRAMME 45 OF THE MEDIUM-TERM PLAN	10 - 14	7
	A. Establishment of programme 45	10 - 11	7
	B. New Agenda for the Development of Africa in the 1990s	12 - 13	8
	C. System-wide plan of action	14	8
III.	PROGRAMME 45: MEDIUM-TERM PLAN FOR THE PERIOD 1992-1997	15 - 19	9
IV.	RESOURCES	20 - 25	11
	A. Resources for the coordinating and monitoring mechanisms before programme 45	20	11
	B. Resources of programme 45	21 - 25	11
	1. Programme budget for the biennium 1992-1993	21	11
	2. Extrabudgetary resources	22	12
	3. Programme budget for the biennium 1994-1995	23 - 25	12
V.	PROGRAMME 45: ACTIVITIES CARRIED OUT AND PRELIMINARY FINDINGS	26 - 42	14
	A. Subprogramme 1, Mobilization of resources	26 - 29	14
	1. Activities carried out in 1992-1993	26	14

CONTENTS (continued)

		Paragraphs	Page
	2. International support for Africa's economic recovery	27	14
	3. Overall leadership and coordination	28 - 29	15
B.	Subprogramme 2, Monitoring, assessment and follow-up of the implementation of action programmes, including their financial aspects	30 - 34	16
	1. Activities carried out, 1992-1993	30	16
	2. Coordination at the regional level	31 - 34	16
C.	Subprogramme 3, Campaign for global awareness	35 - 41	18
	1. Activities carried out, 1992-1993	35 - 38	18
	2. Coordination of public information activities	39	19
	3. Need for greater publicity and consciousness-raising	40 - 41	20
D.	Implementation of the New Agenda: concerns expressed	42	20
VI.	RECOMMENDATIONS	43 - 51	21
A.	Recommendations on programme 45	43 - 48	21
B.	Recommendations on a system-wide study	49 - 50	23
C.	Specialized intergovernmental review	51	23

I. INTRODUCTION

A. Methodology

1. The Committee for Programme and Coordination (CPC), at its thirty-third session, recommended that an in-depth evaluation of programme 45 of the medium-term plan, Africa: critical economic situation, recovery and development, 1/ be prepared for its consideration in 1996. 2/

2. The present progress report provides, as CPC recommended at its twenty-seventh session, "such preliminary findings as can be derived from information already available". 3/ It also proposes for consideration by CPC a number of recommendations in areas where preliminary findings supported conclusions, together with methodological recommendations for a follow-up study.

3. Programme 45, Africa: critical economic situation, recovery and development, is relatively new; it was established for the first time with the medium-term plan for the period 1992-1997 following the recommendation of CPC at its thirtieth session in 1990. This programme is essentially of a coordinating and catalytic nature, since the specific activities to be carried out by the United Nations identified in the Programme of Action for African Economic Recovery and Development and subsequent related intergovernmental decisions are reflected in a number of programmes of the medium-term plan. The origin of programme 45 goes back to efforts undertaken in the early 1980s to deal with the critical economic situation in Africa through cooperation among the United Nations agencies concerned in making joint assessments of the situation, bringing them to the attention of the international community and mobilizing resources for assisting African countries. For instance, the periodical Africa Recovery, which is "the centerpiece of the Department of Public Information outreach" 4/ for global awareness of the critical economic situation in Africa under subprogramme 3 of programme 45, was first published in February 1987, succeeding another periodical.

4. In sections II to V, the present report summarizes the process through which the essential features of programme 45 were given shape and the main aspects of its implementation to date.

B. Coordinating and monitoring mechanisms before the establishment of programme 45

1. United Nations Programme of Action for African Economic Recovery and Development, 1986-1990

5. In 1985 the General Assembly decided to convene in New York, in 1986, a special session of the General Assembly at the ministerial level to consider in depth the critical economic situation in Africa (resolution 40/40). This was the first time a regional problem had been addressed in this manner. In June 1986, the General Assembly adopted the United Nations Programme of Action for African Economic Recovery and Development, 1986-1990. In resolution S-13/2, the General Assembly requested the organs, organizations and bodies of the

United Nations system to participate fully in and support the implementation of the Programme of Action; it further requested the Secretary-General to monitor the process of implementation of the Programme of Action. A United Nations steering committee for the Programme of Action was established in September 1986. It was composed of the executive heads of the Economic Commission for Africa (ECA), the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), the Department of Technical Cooperation for Development, the Department of Public Information and the Office for Special Political Questions, with other entities of the system participating; it met periodically under the chairmanship of the Director-General for Development and International Economic Cooperation, the Executive Secretary of ECA serving as Vice-Chairman. The Secretary of the Committee was responsible for providing a focal point at Headquarters for activities relating to the implementation of the Programme of Action. In addition, an inter-agency task force, to act as the operational arm of the Steering Committee, had been established under the chairmanship of the Executive Secretary of ECA; ECA had responsibility for United Nations activities at the regional and subregional levels. 5/

2. Final review and appraisal of the Programme of Action

6. In 1990, after a mid-term review that took place in 1988, the General Assembly decided in resolution 45/178 to establish an ad hoc committee of the whole for preparing, for submission at the forty-sixth session, the final review and appraisal of the implementation of the Programme of Action. The final review contained a number of points of relevance (see resolution 46/151, annex, sect. I, paras. 2, 6, and 11):

> "The Programme of Action was silent regarding who was to act if unforeseen exogenous contingencies threw the Programme of Action off course; also, its review machinery did not clearly address this issue.
>
> ...
>
> "The reworking of United Nations system programmes in Africa around the goals of the Programme of Action was real and sustained but, by itself, was by no means large enough to place those goals at the centre of policy dialogue or resource mobilization.
>
> ...
>
> "Another reason for this record of non-success may have been inadequate United Nations and government debate or dialogue on the experience gained in the implementation of the Programme of Action."

7. The African Ministers responsible for Economic Development and Planning presented to the Ad Hoc Committee of the whole, mentioned in paragraph 6 above, their collective assessment of the implementation of the Programme of Action and a definition of the measures that were needed in the years to come. 6/ The Ministers recognized that the response of the United Nations system to the implementation of the Programme had, on the whole, been positive (para. 50);

however, they were of the view that the Programme had had very little positive impact on the performance of the African economy (para. 53). The Ministers concluded that, in the light of the experience of the Programme of Action, Africa did not need another programme of action: "Africa is already committed as a member of the international community to the new International Development Strategy for the Fourth United Nations Development Decade, and there are more than enough regional programmes in existence" (paras. 67 and 68).

8. At the North-South Round-table Consultation 7/ held in Ottawa in June 1991 on the Challenge of Africa in the 1990s - a contribution to the final review of the Programme of Action - it was argued that, whatever was agreed within the United Nations, the major trading Powers, for example, would be unwilling to make substantive commitments on trade issues outside the framework of the General Agreement on Tariffs and Trade (GATT), or the creditors on debt issues outside the Paris and London Clubs. An agreement negotiated at the United Nations might therefore best serve as a political catalyst, designed to stimulate and influence other endeavours on Africa already under way. Whatever the scope and nature of the new compact agreed upon, it should be more closely monitored, with a higher level of government involvement in its implementation than was the case with the Programme of Action.

3. Assessments of the coordinating and monitoring mechanisms

9. Several evaluations conducted between May 1990 and November 1992 contain assessments of the coordinating and monitoring mechanisms of the Programme of Action; one evaluation study was completed for the United Nations, and three studies for UNDP. A number of the findings and recommendations of the evaluations are of relevance to any programme succeeding the Programme of Action:

(a) On the central secretariat of the Steering Committee:

(i) The project needs internationally known and respected figures to focus and direct attention on the African economic crisis;

(ii) The successor unit should be recast with achievable objectives and a work-plan that is attainable; the staff complement should reflect the expectations of the project;

(iii) The successor project should concentrate on advocating and promoting the objectives of the New Agenda. Links between the project at the regional and global levels must be established and strengthened;

(b) On monitoring at the regional level:

(i) Monitoring policy developments, economic trends and Programme of Action implementation in 51 countries was a task that, even with informal support from ECA divisions, individual agencies of the United Nations system and also inter-agency task forces, required a more complex structure and a greater number of personnel than available (2 Professionals and 2 General Service);

(ii) The first order of business for the project successor should be the sensitization of all end-users to the fact that a new programme does indeed exist;

(iii) The monitoring under the Programme of Action was too much an in-house operation; any future arrangement should associate African leaders and representatives of donors more closely with the follow-up. It would also be desirable to associate representatives of the private sector and decentralized institutions.

II. DEVELOPMENT OF PROGRAMME 45 OF THE MEDIUM-TERM PLAN

A. Establishment of programme 45

10. In 1988, in resolution 43/27 on the mid-term review of the Programme of Action, the General Assembly concluded that, in order to ensure the capacity of the Secretary-General to carry out his responsibilities with regard to the Programme of Action, the secretariats of the Steering Committee and of the Inter-Agency Task Force should be given appropriate support for the duration of the Programme, and that adequate funding, both budgetary and extrabudgetary, should be provided for this purpose. Similar conclusions were reached by CPC in 1989 8/ and by the General Assembly in 1990 in resolution 45/178. In 1990, after its discussion of programme 11, Overall issues and policies, including coordination, of the proposed medium-term plan for the period 1992-1997, at its thirtieth session, CPC concluded that the new subprogramme 5 of programme 11 should be improved and broadened into a separate programme for African economic recovery and development. At its resumed thirtieth session, the Committee expressed general satisfaction with the substance and orientation of the new programme, Africa: critical economic situation, recovery and development, which had been prepared taking into account the comments made by the Committee. The Committee felt that there should be further refinement of the programmatic content of the programme in the light of decisions that might be taken subsequently by the General Assembly and other intergovernmental bodies, as well as the final review and appraisal of the Programme of Action to be prepared for the forty-sixth session of the Assembly. 9/ In its resolution 45/253 on programme planning, the General Assembly adopted the proposed medium-term plan for the period 1992-1997, together with the recommendations of CPC on it, and noted that one of the five overall priorities of the medium-term plan would be the economic recovery and development of Africa.

11. At its thirtieth session, CPC requested the Secretary-General, as Chairman of the Administrative Committee on Coordination (ACC), to prepare a system-wide plan of action for African economic recovery and development, taking into account the development of the situation, and to submit it to the Committee at its thirty-second session in 1992. 9/

B. New Agenda for the Development of Africa in the 1990s

12. In 1991, in the context of resolution 46/151 on the final review and appraisal of the Programme of Action, the General Assembly adopted the New Agenda for the Development of Africa in the 1990s (resolution 46/151, annex II). The major role assigned to the United Nations system in the implementation of the New Agenda involved the organizations and agencies which, in their respective areas and sectors, were to devise specific programmes for Africa that were consistent with the elements of the Agenda, and devote adequate resources for their implementation.

13. The New Agenda states that the United Nations system should contribute to ensuring efficient follow-up and monitoring of its implementation; specifically, a continuous assessment of Africa's performance in the areas outlined in the agenda was expected to have a great impact in maintaining the momentum within and outside Africa and, eventually, for renewed commitments to the agreed objectives and targets. The Agenda stresses also that the follow-up, monitoring and evaluation of implementation requires the full involvement of Governments and the organizations and programmes of the United Nations system, as well as the participation of intergovernmental and non-governmental organizations (NGOs). The General Assembly conducted a preliminary consideration of the implementation of the Agenda in 1993, and the Economic and Social Council is to devote part of its high-level segment to the same matter in 1995.

C. System-wide plan of action

14. In 1992, at its thirty-second session, CPC considered the report of the Secretary-General on the system-wide plan of action for African economic recovery and development that the Committee had requested at its thirtieth session. The Plan of Action utilizes the framework of the New Agenda and aims at providing a basis for coherent and coordinated actions by United Nations organizations and agencies, including funding programmes and the Bretton Woods institutions. 10/ In its conclusions, the Committee noted that the Plan had the structure of a compilation of activities and considered it to be a first step towards a more integrated approach. The Committee recommended that the Plan be monitored and updated by the United Nations Inter-Agency Task Force for African Economic Recovery and Development. At the intergovernmental level, the Committee decided to keep the implementation of the Plan under review, considering that the follow-up and implementation of the Plan needed to be discussed with ACC at a later stage. CPC recommended that revisions be submitted for its consideration in 1994, 1996 and thereafter as might be decided by the Committee; CPC also recommended that, in view of the importance of the Plan and the unsuccessful outcome of the Programme of Action for 1986-1990, the Secretary-General should play a leading role in its implementation in his capacity as Chairman of ACC. 11/

III. PROGRAMME 45: MEDIUM-TERM PLAN FOR THE PERIOD 1992-1997

15. The medium-term plan adopted in 1990 by the General Assembly states that programme 45 complements the specific activities to be carried out by the United Nations identified in the Programme of Action [now the New Agenda] and subsequent related intergovernmental decisions as reflected in a number of programmes of the medium-term plan, in particular programme 30, Regional cooperation for development in Africa. The plan also refers to General Assembly resolution S-13/2, in particular to the fact that the General Assembly had called upon the Secretary-General to coordinate the assistance and support of the organizations and agencies of the United Nations system for the effective implementation of the Programme of Action. The activities to be carried out under the programme are aimed at: 12/

(a) Ensuring that the critical problems confronting Africa will be addressed effectively and urgently in a coordinated manner by the international community, including the United Nations system;

(b) Encouraging the international community to translate its commitment to assisting Africa in achieving economic development and transformation into effective policy measures;

(c) Mobilizing increased resource flows to Africa;

(d) Increasing awareness at the global level of the critical economic situation in Africa and the actions needed to improve that situation;

(e) Supporting African countries in their efforts to enhance their own endogenous capacity with a view to achieving sustained growth and development by, inter alia, providing, at the request of individual Governments, advice on appropriate economic policy reforms.

16. Taking into account the revisions to the medium-term plan for the period 1992-1997, as adopted by the General Assembly in resolution 47/214, the plan provides for the following: 13/

(a) In accordance with his mandate, the Under-Secretary-General for Economic and Social Development (now Policy Coordination and Sustainable Development) will provide overall leadership and coordination of the United Nations system activities in support of African economic recovery, development and transformation;

(b) ECA, in accordance with its role as the main economic and social development centre for the region, will exercise team leadership and responsibility for coordination and cooperation at the regional level in the implementation of this programme; ECA will further provide analytical input to intergovernmental bodies, particularly with regard to the substantive multisectoral economic and social issues, and provide recommendations with regard to possible courses of action as well as undertake operational and substantive activities in support of the programme;

(c) The Department of Public Information will continue its special programme for highlighting African economic concerns;

(d) At the national level, further efforts to improve coordination within the United Nations system should be taken in the context of the country programming framework of the United Nations and the role of the resident coordinator;

(e) The Under-Secretary-General for Economic and Social Development (now Policy Coordination and Sustainable Development), in close collaboration with the Executive Secretary of ECA, would be responsible for coordinating the preparation of the system-wide plan of action requested by CPC.

17. The medium-term plan established the following subprogramme structure:

Subprogramme 1. Mobilization of resources

Subprogramme 2. Monitoring, assessment and follow-up of the implementation of action programmes, including their financial aspects

Subprogramme 3. The campaign for global awareness of the critical economic situation in Africa

There is no priority designation among the subprogrammes. 14/

18. The General Assembly, in resolution 47/214, considered that the measures taken to enhance the implementation of the Programme of Action 1986-1990 should be strengthened to facilitate coordination and implementation of the New Agenda for the 1990s, and adopted further revisions to the plan, proposed by the Secretary-General, in particular: 15/

(a) Taking into account the experience gained in the implementation of the Programme of Action, the Secretary-General was to establish a high-level consultative group (or Panel of High-level Personalities) consisting of high-level officials from the United Nations system and well-known personalities from around the world, which was to meet about twice a year to make concrete recommendations on the implementation of the New Agenda that could serve as a basis for the Secretary-General's submissions to the high-level meeting of the Economic and Social Council and to the General Assembly;

(b) The existing Inter-agency Task Force on Africa established under the previous Programme of Action and chaired by the Executive Secretary of ECA was to continue to be the framework for inter-agency consultations for the monitoring of the implementation of the New Agenda and the System-wide Plan of Action for African Economic Recovery and Development.

19. Responding to a recommendation of CPC at its thirty-first session, the Secretary-General had also established, within the Department for Economic and Social Development (now Department of Policy Coordination and Sustainable Development), a separate and identifiable unit on Africa, headed by a Special Coordinator for Africa and the Least Developed Countries. This unit is the focal point for issues related to African economic recovery and development and,

in particular, the implementation of the New Agenda. It also services the High-level Consultative Group.

IV. RESOURCES

A. Resources for the coordinating and monitoring mechanisms before programme 45

20. It is difficult to draw a completely accurate picture of the resources mobilized for the coordination and central monitoring of the Programme of Action. Contributions took different forms - UNDP project funds, posts on loan, bilateral donations, in-kind contributions - did not follow the same budget cycles, and, in general, were not centrally recorded in the Secretariat. Between 1987 and 1991, on average, total funds averaged $2 million a biennium for staff and other costs. The number of staff allocated was as follows: 16/

Secretariat of the Steering Committee at Headquarters: 1 D-2, 1 D-1, 3 Professional, 3 General Service

Monitoring and appraisal of the Programme of Action at ECA: 2 Professional, 2 General Service

Global Awareness Campaign in the Department of Public Information: 3 Professional, 3 General Service

B. Resources of programme 45

1. Programme budget for the biennium 1992-1993

21. In 1992, the regular budget absorbed some of the activities and project posts that under the Programme of Action 1986-1990 were entirely funded by extrabudgetary resources. A breakdown by subprogrammes of the regular budget resources allocated to the programme follows: 17/

Subprogramme	Posts	Other objects of expenditures (Thousands of United States dollars)
Department of Economic and Social Development (now Policy Coordination and Sustainable Development)	1 D-1, 1 Professional, 1 General Service	76.0
Economic Commission for Africa	1 Professional	109.1
Department of Public Information	2 Professional, 2 General Service	400.7
		585.8

/...

In the context of the restructuring of the Secretariat in the economic and social fields, a D-2 post for the Special Coordinator for Africa and the Least Developed Countries was provided to the programme effective July 1992, through redeployment from other areas. The total resources for posts and other objects of expenditure was $1,521,400 million.

2. Extrabudgetary resources

22. UNDP is committed to providing additional support between July 1993 and December 1995 to the three components of programme 45. The amount of expenditures, at the end of the project, is expected to reach over $1 million for 30 months, of which approximately $552,000 will be allocated to subprogramme 1, $250,000 to subprogramme 2 and $100,000 to subprogramme 3, excluding administrative overhead support costs and project evaluation. Regarding the question of sustainability beyond December 1995 when UNDP support will terminate, the UNDP project document 18/ recommends that arrangements to absorb activities into the United Nations regular budget be made. UNDP is also providing funds under country programme budgets for monitoring the implementation of the New Agenda (see para. 34 below). Other voluntary contributions are being made by Member States and United Nations organizations, mostly to support the Global Awareness Campaign through the Trust Fund for Information Support for African Economic Recovery and Development administered by the Department of Public Information. These contributions, covering part of the costs of the production and distribution of Africa Recovery and its staff not funded by the regular budget, are in decline; they were $386,000 in 1992 and $148,000 in 1993. Staff funded by extrabudgetary resources at the end of the 1992-1993 biennium were:

Department of Policy Coordination and Sustainable Development:
1 Professional and 1 General Service

Department of Public Information: 1 Professional and 2 General Service

3. Programme budget for the biennium 1994-1995

23. The programme budget for the biennium 1994-1995 has increased provisions under programme 45. 19/ However, some of the additional resources under subprogramme 1 are for the implementation of the United Nations Programme of Action for the Least Developed Countries; activities of the Secretariat in support of this programme have been placed together with subprogramme 1 of programme 45 in the Office of the Special Coordinator for Africa and the Least Developed Countries. Total resources under programme 45 itself are as follows:

Subprogramme	Posts	Other objects of expenditures (Thousands of United States dollars)
Department of Policy Coordination and Sustainable Development)	1 D-2, 1 D-1, 2 Professional, 3 General Service	167.0
Economic Commission for Africa	1 Professional	181.2
Department of Public Information	2 Professional, 2 General Service	431.5
		779.7

The total amount for posts and other objects of expenditure is $3,102,400.

24. The above resources include an additional allocation to carry out activities approved in General Assembly resolution 48/214 on the implementation of the New Agenda, broken down as follows: 20/

Programme 45	Other objects of expenditure (Thousands of United States dollars)
Meetings of the Panel of High-level Personalities	95.0
Data-gathering and analysis, support to the Inter-Agency Task Force	67.5
Study of financial systems and practices in African countries	30.0
	192.5

25. In resolution 48/228, section II, on the proposed programme budget for the biennium 1994-1995, the General Assembly "noted the proposal regarding the New Agenda, and requested the Secretary-General to consider the creation of a new budget section relating to the New Agenda with recommendations for additional resources and to report thereon to the General Assembly at its resumed forty-eighth session".

V. PROGRAMME 45: ACTIVITIES CARRIED OUT AND PRELIMINARY FINDINGS

A. Subprogramme 1, Mobilization of resources

1. Activities carried out in 1992-1993

26. Subprogramme 1 is the main component of the Office of the Special Coordinator for Africa and the Least Developed Countries. In accordance with its main mandate geared to mobilizing resources to assist Africa, the Office kept delegations at Headquarters informed about activities related to the New Agenda and organized meetings with representatives of donor countries. The Office was coorganizer, with the Global Coalition for Africa and the Government of Japan, of the Tokyo International Conference on African Development in October 1993. The Conference, "the largest of its kind in a decade, is expected to strengthen support for Africa". 21/ The Office services the Secretary-General's Panel of High-level Personalities by preparing reports and background documents for its consideration. In resolution 48/214, paragraph 2, the General Assembly took note with appreciation of the establishment of the Panel, and requested that the Panel continue to meet regularly under the chairmanship of the Secretary-General. The Office prepared the report of the Secretary-General to the forty-eighth session of the General Assembly on the mobilization of additional resources for African development: a study on overall resource flows to Africa and it commissioned and coordinated the finalization of the report on the need for and feasibility of the establishment of a diversification fund for Africa's commodities. 22/ It assisted in the finalization of the report of the Secretary-General on the implementation of the New Agenda for the Development of Africa in the 1990s. 23/ During the period, the Office has also produced information materials, including a monthly briefing bulletin, United Nations NADAF Newsflash, giving a day-to-day account of the programme and of related activities at the United Nations and other levels; booklets on the New Agenda, main statements by the Secretary-General on African development, the records of the Tokyo International Conference on African Development and the related Tokyo Declaration.

2. International support for Africa's economic recovery

27. The 1993 report on the implementation of the New Agenda recommends, in paragraph 98, the strengthening of cooperation between the Bretton Woods institutions and the other bodies of the system that provide technical assistance and implement projects and programmes supported by multilateral concessional official development assistance (ODA) or grants. 23/ Regarding resource mobilization for Africa, UNDP is cooperating with the joint African Development Bank (AfDB)/ECA/Organization of African Unity (OAU) secretariat; UNDP is also increasing its capacity to participate more actively in the World Bank's Consultative Group and Special Programme of Assistance (SPA) meetings. 24/ The Office of the Special Coordinator for Africa and the Least Developed Countries had a programme for 1992-1993 for consultation with UNDP and the World Bank, with a view to promoting and enhancing round-tables and consultative group meetings, in order to make them more effective in mobilizing resources for African countries; it also had programmes to coordinate the

support provided by the United Nations to African countries, at their request, in the preparation for the round-tables and consultative groups. These activities were not implemented owing to the restructuring of the United Nations Secretariat. 25/ At the end of 1993, the Panel of High-level Personalities recommended the establishment of a working group of the Panel to follow up on the Secretary-General's initiatives with the Group of Seven on African debt, with particular emphasis on debt stock reduction to ensure uniformity across reforming debtor countries.

3. Overall leadership and coordination

28. The Secretary-General has the overall responsibility for the implementation of the New Agenda and is also the Chairman of ACC, whose membership comprises the executive heads of all United Nations agencies. ACC remains the appropriate forum to ensure that the System-wide Plan of Action - the contribution of the United Nations system to the implementation of the New Agenda - is implemented and monitored. The role the existing ACC machinery can play is emphasized in the report on the System-wide Plan of Action; according to the Plan, the Consultative Committee on Substantive Questions (Programme Matters) (CCSQ(PROG)) and Operational activities (CCSQ(OPS)) [now the Consultative Committee on Programme and Operational Questions (CCPOQ)] could be used as system-wide forums for developing coordinated approaches on the programmatic and operational aspects of the implementation of the Plan. 26/ In response to queries by the Central Evaluation Unit, the ECA secretariat stated, in November 1993, that formulation by ACC of concrete recommendations on the harmonization of the programmes of the United Nations agencies, including measures on procedural requirements for enhanced decentralization, would make the New Agenda more instrumental in mobilizing the expected international support. Over the past several sessions, ACC has reviewed trends and has addressed policy issues relevant to the New Agenda under different agenda items. In the light of the outcome of the first assessment by the General Assembly at its forty-eighth session of the implementation of the New Agenda, the issue of the response of the United Nations system to the challenges of economic recovery and development in Africa has been placed on the agenda of the second regular session of ACC in 1994.

29. In the context of the New Agenda, two organs have been formally established with a view to assisting the Secretary-General, namely (a) the Panel of High-level Personalities, serviced by the Office of the Special Coordinator, and (b) the Inter-Agency Task Force, the secretariat of which is located within ECA (see also para. 16 (a) above). The Panel of High-level Personalities is to make concrete recommendations on the implementation of the New Agenda (see para. 18 (a) above); in resolution 48/214, paragraph 2, of 23 December 1993, the General Assembly requested that the recommendations be made available to Member States. Regarding coordination within programme 45, the medium-term plan for the period 1992-1997 provides for subprogramme 1, the Office of the Special Coordinator for Africa and the Least Developed Countries, to strengthen cooperation between the focal points at Headquarters and Addis Ababa for activities related to African economic recovery, development and transformation. 27/ In its report of May 1993 on UNDP support of the New Agenda, a UNDP mission noted that it could not be assured that there existed

some formal means for coordinating the activities of programme 45; but there was no doubt that the New Agenda programme would not succeed if the activities contained in the three subprogrammes were carried out in an uncoordinated manner. The July 1993 project document on UNDP support for monitoring the implementation of the New Agenda states that ECA's role as executing agency for this project demands that it coordinates activities under the project; it will establish mechanisms for mutual feedback between the project unit at Addis Ababa and those at the United Nations Secretariat in New York. This will be done in order both to avoid duplication of activities (e.g. conferences addressing the same audience) and to avoid providing conflicting or inconsistent reports. 28/

B. Subprogramme 2, Monitoring, assessment and follow-up of the implementation of action programmes, including their financial aspects

1. Activities carried out, 1992-1993

30. In 1993, the main goals of subprogramme 2 have been defined in operational terms as follows: (a) to improve the coordination aspect of monitoring the New Agenda and to move from ad hoc consultations to the adoption of a common framework of action based on mutually supportive programmes; and (b) to establish a monitoring network, closely involving Member States. In accordance with these goals, during the period 1992-1993, the subprogramme contributed to the System-wide Plan of Action and the report on the implementation of the New Agenda was prepared and submitted to the General Assembly at its forty-eighth session. 23/ The function of servicing the Inter-Agency Task Force involved the preparation and servicing of three meetings of the Task Force and two meetings of its Working Group. Studies and background papers were contributed to other meetings and conferences, including meetings of the Panel of High-level Personalities, OAU/United Nations Educational, Scientific and Cultural Organization (UNESCO)/ECA Consultative Meeting, meetings of the Joint OAU/ECA/AfDB secretariat and sessions of the Permanent Steering Committee of OAU. It carried out two missions to subregions in relation to the establishment of a regional monitoring network for the implementation of the New Agenda. In connection with the analysis of financial flows available or required for African economic recovery and development, part of its programme of work for the biennium, the subprogramme prepared two studies, one on resource flows to Africa and the other on strategies for financial resource mobilization for Africa.

2. Coordination at the regional level

31. The secretariats of the organizations of the United Nations system and OAU met in April 1992 to review the progress achieved in the cooperation between OAU and the United Nations system. In relation to the System-wide Plan of Action, it was agreed that efforts should be made to come up with innovative activities and resources that are additional to existing ones. The meeting observed that, regarding the identification of specific activities to be carried out, action would be needed at both the institutional (namely, OAU and the United Nations system of organizations) and the intergovernmental levels. It was emphasized that the OAU secretariat should be more involved in the follow-up, evaluation

and monitoring of the implementation of the New Agenda. In this connection, it was noted that the OAU Permanent Steering Committee was working out arrangements for a machinery among African countries that would fit into the envisaged global machinery. It was suggested that OAU should be invited, when appropriate, to address such high-level inter-agency machinery as ACC. 29/ OAU is a full member of the United Nations Inter-Agency Task Force on African Economic Recovery and Development; and an expert of OAU participates in the work of the Panel of High-level Personalities.

32. In November 1992, the Inter-Agency Task Force on African Economic Recovery and Development highlighted the need for clarifying the very concept of the System-wide Plan and, more particularly, whether it was meant to guide the actions of individual agencies towards the achievement of the New Agenda or to establish a framework for joint programming. In this regard, the meeting recognized the difficulties in associating several agencies in the implementation of joint activities. It however noted that individual approaches under way did not produce the expected impact. The meeting agreed on the following main conclusions:

(a) While the Inter-Agency Task Force on African Economic Recovery and Development should aim at reinforcing harmonization and coordination of activities of the United Nations system in Africa, to achieve greater impact at all levels it should also endeavour to serve as a forum for the exchange of views on Africa's development issues as they evolved;

(b) The System-wide Plan of Action should result in more integrated activities by the United Nations system, especially in individual countries, including in the context of country programming;

(c) For individual agencies, flexibility should be introduced in order progressively to adapt their medium-term plans to the priorities of the System-wide Plan of Action.

33. Concerning upcoming revisions to the System-wide Plan of Action, the Inter-Agency Task Force on African Economic Recovery and Development's Working Group suggested, in November 1992, that the revisions should focus on the impact of activities of the agencies; and that revised versions of the Plan should refer also to appropriate non-United Nations documents and especially to African regional programmes of action. The 1993 report on the implementation of the New Agenda stated in paragraph 98 that further improvement for harmonization included the reform of the performance reporting system to reflect the effectiveness and impact at the system-wide level rather than that of its individual components. 23/ As recommended by CPC, 11/ the Inter-Agency Task Force on African Economic Recovery and Development is undertaking, in 1994, an updating of the plan with a view to integrating the various programmes of the United Nations system; this is done with due regard to evolving African development strategies having shared objectives with the New Agenda. In this respect, ECA and the Inter-Agency Task Force on African Economic Recovery and Development undertook inter alia an analysis of the objectives of the New Agenda and of the Abuja Treaty establishing the African Economic Community to harmonize the programmes and to reflect them in the sectoral protocols being prepared by the Joint OAU/ECA/AfDB secretariat.

34. A regional network for coordinating the New Agenda monitoring activities was launched in Africa by ECA in July 1993, with national focal points to be established against UNDP funding. The UNDP project document makes provision for five National Professionals and two work-months of consultancy for each of 53 African countries, to be borne by country programme budgets. 30/ In response to queries by the Central Evaluation Unit, in November 1993, the ECA secretariat stated that

> "the initial idea was to establish within each office of the UNDP country Resident Representative a focal point which would periodically report on policies and measures adopted at the national level, and carry out sensitization and information activities. It has become apparent that the United Nations/UNDP programme strategies at the country level do not effectively integrate the prerequisites for the implementation of the New Agenda. At the subregional level, the ECA Multinational Programming and Operational Centres (MULPOCs), in collaboration with subregional intergovernmental organizations, are expected to handle the preparation of a progress report using the inputs of their national focal points in the line ministries of each Member State. At the regional level, the secretariat of the Task Force, supported by the substantive divisions of ECA, will compile a regional progress report which, after it is reviewed by the Task Force, will be submitted to the United Nations review organs. The advantage of such a network will be greater involvement of Member States and more effective monitoring of implementation. However, the financial resources available under the project will not enable ECA to strengthen simultaneously its central monitoring activities as originally requested in the form of one additional Professional post and one United Nations Volunteer".

C. Subprogramme 3, Campaign for global awareness

1. Activities carried out, 1992-1993

35. The May 1993 UNDP assessment mission was of the view that dissemination of information through the media will be the element that will make or break the New Agenda and that the most effective instrument for creating global awareness was the publication and appropriate distribution of the quarterly, Africa Recovery, and use of the mass media. The mission was told, at United Nations Headquarters, UNDP, ECA and OAU, that Africa Recovery was read by both donors and recipients; its briefings were impartial and to the point. Africa Recovery is produced in English (23,000 copies) and French (8,000 copies); target audiences include the media, representatives of development agencies, business leaders, NGOs, the academic community and policy makers on Africa at the multilateral and bilateral levels. It should also be noted that this quarterly has won the World Hunger Journalism Awards twice (in 1988 with The Washington Post and in 1992 with Atlantic Monthly and Newsweek). Africa Recovery is the only United Nations publication to win these awards. A readership survey of the quarterly was conducted at the end of 1993 by the Evaluation Unit of the Department of Public Information. The broad goal of this survey was to secure an accurate picture of who reads the publication, to measure the utility of the information provided and to find out how it can be improved. 31/

36. Other activities during the period 1992-1993 included the production of several briefing papers on selected issues, targeted towards a specialist audience; pamphlets have been produced for less specialized audiences; background material is prepared upon request, and a few briefings have been organized. Speaking engagements for international meetings of NGOs and parliamentary bodies, such as the April 1993 consultation with the United States congressional and administration staff on debt, have been organized. Two press kits have been prepared, and several articles have been written for the major international and African newspapers. On the basis of information published in Africa Recovery and other publications, articles describing the crises faced by the continent have appeared in The New York Times, Le Monde, The Economist and other international journals. The regular programmes of the Department of Public Information also contributed to the effort of the Africa Recovery Unit. 32/

37. A number of activities other than production of material have not been fully implemented, including seminars for senior donor-country and African journalists and coverage of African conferences. One of the goals of subprogramme 3 is to provide information support for the activities of subprogrammes 1 and 2. In this respect, subprogramme 3 was to organize and maintain regular contacts and liaison with media and other important target groups, such as parliamentarians and NGOs, in order to enlist support for actions being undertaken or that need to be undertaken; this activity was not implemented to the extent desired. 33/

38. The Department of Public Information is currently responsible for two quarterly publications, UN Chronicle and Africa Recovery. As of September 1993, UN Chronicle had four Professional and five General Service posts, and Africa Recovery two Professional and two General Service posts funded by the regular budget. In addition, one Professional and two General Service posts of Africa Recovery staff are financed from extrabudgetary contributions, which are in decline (see para. 22 above); up to July 1993, a fourth Professional post was financed from these contributions but had to be discontinued.

2. Coordination of public information activities

39. The contents of information materials, in particular newsletters and pamphlets, produced during the 1992-1993 period by the Department of Public Information and the Office of the Special Coordinator for Africa and the Least Developed Countries (see para. 26 above) show a certain degree of overlapping. For the 1994-1995 period, the Office of the Special Coordinator for Africa and the Least Developed Countries has programmed several information materials that can be produced by or in close collaboration with the Department of Public Information, such as a newsletter, promotional posters and video material. 34/ UNDP, in the July 1993 project document on its support for the New Agenda, recommends strengthening the capacity of the Africa Recovery publication unit, to ensure the dedication of additional pages in every issue of this quarterly to New Agenda activities. 35/ Considering the question of who Africa Recovery ultimately answers to, UNDP recommended the establishment of an editorial board consisting of UNDP, the Office of the Special Coordinator for Africa and the Least Developed Countries and the Department of Public Information.

3. Need for greater publicity and consciousness-raising

40. As mentioned in paragraph 9 (b) (ii) above, the 1992 UNDP mission noted that the first order of business for the successor to the Programme of Action should be the sensitization of all end-users to the fact that a new programme, the New Agenda, did indeed exist. In November 1992, the Working Group of the Inter-Agency Task Force

> "Took note of the essential need to launch more broadly both the New Agenda and the System-wide Plan of Action in order to increase global awareness. This could be done during ACC meetings, or through each organization's established mechanism. The Working Group also suggested that, besides the actions expected from the Secretary-General, there should also be specific sensitization activities, such as workshops, seminars, booklets. The meeting also strongly felt that the sensitization process should involve the mobilization of the media for the purpose of sensitizing the international community at large and the African Member States in particular".

In the debate on the implementation of the New Agenda, at the forty-eighth session of the General Assembly, the Executive Secretary of OAU stated on 4 November 1993 36/ that greater publicity and consciousness-raising, and involvement of NGOs, was necessary to ensure that the New Agenda did not meet the fate of previous programmes. In resolution 48/214, paragraph 10, the General Assembly invited the Secretary-General to strengthen the institutional capacity of the Secretariat to raise international awareness of the urgent international and African actions needed to overcome the continent's economic crisis.

41. To a certain extent, all subprogrammes of programme 45 contribute to raising international awareness. For instance, the Office of the Special Coordinator for Africa and the Least Developed Countries is to assist the Secretary-General in coordinating the global dialogue on Africa's most pressing priorities and resource support for addressing them; in that respect, activities include organizing major conferences, keeping delegations at Headquarters informed and generating briefings for international journalists. 37/ Furthermore, the 1992 System-wide Plan of Action highlighted major activities of no less than 13 United Nations organs, agencies and bodies directed at creating global awareness of the situation in Africa. 38/

D. Implementation of the New Agenda: concerns expressed

42. In resolution 47/148, the General Assembly, while welcoming the adoption in 1991 of the United Nations New Agenda for the Development of Africa in the 1990s, regretted that the machinery for its implementation had not yet begun operating, and emphasized the urgency of the need to adopt appropriate measures to ensure its implementation in accordance with General Assembly decisions. In May 1993, at its nineteenth meeting, the Conference of Ministers of ECA called upon the Secretary-General to strengthen, through specific measures, the role of ECA as team leader and coordinator of the United Nations system activities with

a regional perspective to ensure rational implementation of the strategic objectives for Africa's economic development within the context of the New Agenda (resolution 769 (XXVIII)). The Administrator of UNDP noted, in his 1993 report on the role of UNDP in the implementation of the New Agenda, 39/ that the agenda had so far failed to become the focal point for catalysing international and regional support for Africa's development. On 4 November 1993, during the debate on the New Agenda at the forty-eighth session of the General Assembly, the Chairman of the Group of 77, on behalf of the countries members of that Group, stated that "full implementation of the New Agenda for Africa and adoption of the necessary measures by the international community - in particular, by the developed countries, the United Nations and the multilateral financial and development institutions - are indispensable if the agreed strategies are to be given a decisive impetus". 40/ In resolution 48/25 on cooperation between the United Nations and OAU, the General Assembly emphasized the urgency of the need to adopt appropriate measures to ensure the implementation of the New Agenda, in particular in the areas of resource flows, debt relief and diversification of African economies.

VI. RECOMMENDATIONS

A. Recommendations on programme 45

43. Certain findings have been derived from the comprehensive review of programme 45 contained in the present report. The recommendations that follow are based on these findings and are aimed at strengthening the coordination function of programme 45 and enhancing the implementation of the New Agenda for the Development of Africa in the 1990s.

44. Findings related to the Panel of High-level Personalities on African Development are to be found in paragraphs 18, 26, 28 and 29 above.

Recommendation 1. Panel of High-level Personalities on African Development: The recommendations of the Panel of High-level Personalities on African Development that have system-wide implications should be presented to ACC through appropriate channels to assist it in developing coordinated approaches by the United Nations system, within the framework of the ACC machinery, to the African critical economic situation, including recovery and development.

45. Findings related to the System-wide Plan of Action for African Economic Recovery and Development are to be found in paragraphs 14, 18 (b), 28 and 31 to 33.

Recommendation 2. System-wide Plan of Action for African Economic Recovery and Development: The first revision of the System-wide Plan of Action should focus on the impact of the programmes and projects of the United Nations system in relation to the priorities and targets of the New Agenda, with due regard to African development strategies.

Recommendation 3. Administrative Committee on Coordination machinery: The ACC machinery, and particularly CCPOQ, should ensure that concerted efforts

are made by ACC member organizations to step up implementation of the New Agenda through concrete action and policy formulation. Existing programmes of ACC member organizations and of bilateral donors at the country level should be reviewed in the context of the Inter-Agency Task Force on African Economic Recovery and Development and of the System-wide Plan of Action with the view to ensuring that they reflect priority areas of the New Agenda.

46. Findings related to resource mobilization are to be found in paragraphs 8, 26, 27 and 42.

Recommendation 4. Resource mobilization: The work programme for the period 1994-1995 of subprogramme 1, "Mobilization of resources", should include specific activities dealing with Africa's debt problem in the context of the New Agenda. These activities should have the highest priority. In particular, the subprogramme should provide substantive support to the working group of the Panel of High-level Personalities on African Debt established by the Secretary-General; UNDP, ECA, the World Bank and other relevant financial institutions should be regularly consulted on common strategies to be developed. Additional expertise should be redeployed to subprogramme 1, as necessary, to carry out these activities.

47. Findings related to public information activities are to be found in paragraphs 37-41.

Recommendation 5. Coordination of public information activities: An editorial board, consisting of UNDP, UNICEF, the Office of the Special Coordinator for Africa and the Least Developed Countries, the Department of Public Information and ECA, should be established to offer the necessary guidance for all public information material produced by the United Nations in the context of programme 45; the editorial board should ensure that such public information material contains adequate, objective and equitable information as required by General Assembly resolution 48/448. The editor of Africa Recovery should serve as Secretary of the board.

Recommendation 6. Need for greater publicity: Information support for the activities of subprogrammes 1 and 2 should be developed and coordinated under subprogramme 3, which should be provided with resources adequate to carry out these activities. These activities should be coordinated with related information programmes of the organizations of the United Nations system.

48. Findings related to resources for activities of programme 45 are to be found in paragraphs 9, 10, 20, 25, 38 and 42.

Recommendation 7. Resources for activities of programme 45: Bearing in mind the high priority attached to Africa in the current medium-term plan, the total financial support to programme 45 through the regular budget and extrabudgetary funding, including assistance from UNDP, should be reviewed to determine whether the expected level of resources will be adequate to

carry out the mandated activities throughout the period covered by the New Agenda.

B. Recommendations on a system-wide study

49. To the extent that any follow-up to the present report is needed, it should address the issue of the effectiveness of the system-wide response to the African critical economic situation, including recovery and development. Such a system-wide study could embrace the topics listed below:

(a) Resource mobilization: the effectiveness of activities of the United Nations system in the context of the New Agenda in mobilizing additional resources for Africa's economic recovery;

(b) Activities at national and regional levels: the effectiveness of the regional network, launched in 1993, for coordinating the New Agenda's monitoring and follow-up activities at the national level. Among the issues that could be examined are the nature and degree of participation of Governments and of intergovernmental and non-governmental organizations; and the feasibility of establishing within each office of the UNDP country resident representative a focal point to carry out the activities of the network;

(c) Information: the cost-effectiveness of the current system-wide activities for sensitizing/raising awareness, including promotion seminars and workshops. The possibility of relying more on non-United Nations information products could also be examined.

50. In the light of its findings regarding the effectiveness of the system-wide response to the African critical economic situation, recovery and development, the follow-up study could also review the adequacy of the structure and coordination mechanisms of programme 45.

Recommendation 8. System-wide study by the Joint Inspection Unit: Considering the scope of its mandate, which includes the capacity to evaluate work of the specialized agencies of the United Nations system, it is recommended that, should CPC decide that a follow-up study on the effectiveness of the activities of the United Nations system in the context of the New Agenda for the Development of Africa in the 1990s is required, the study should be carried out by the Joint Inspection Unit.

C. Specialized intergovernmental review

51. Recommendation 9. Specialized intergovernmental review: The present report should be submitted to the ECA Conference of Ministers for review.

Notes

1/ Official Records of the General Assembly, Forty-seventh Session, Supplement No. 6 (A/47/6/Rev.1), vol. I.

2/ Ibid., Forty-eighth Session, Supplement No. 16 (A/48/16), para. 35.

3/ Ibid., Forty-second Session, Supplement No. 16 (A/42/16), para. 236.

4/ E/AC.51/1992/5, para. 481.

5/ See, inter alia, A/41/683/Add.1, paras. 12, 13 and 16; DP/1991/16, paras. 9 and 10; and General Assembly resolution 43/27, annex, para. 42.

6/ A/46/280, annex.

7/ The June 1991 North-South Round-table was held at the invitation of the Canadian Government; 40 participants from 19 countries attended, about one third from Africa; international, intergovernmental and non-governmental organizations were also represented, in most cases at the highest level, among them were AfDB, the International Monetary Fund, World Bank, OXFAM, the United Nations Children's Fund, the Office of the United Nations High Commissioner for Refugees, ECA and the Department of International Economic and Social Affairs.

8/ Official Records of the General Assembly, Forty-fourth Session, Supplement No. 16 (A/44/16).

9/ Ibid., Forty-fifth Session, Supplement No. 16 (A/45/16).

10/ E/1992/11, paras. 16 and 17.

11/ Official Records of the General Assembly, Forty-seventh Session, Supplement No. 16 (A/47/16).

12/ Ibid., Supplement No. 6 (A/47/6/Rev.1), paras. 45.6, 45.7 and 45.9.

13/ Ibid., paras. 45.12 and 45.13.

14/ Ibid., paras. 45.16 and 45.17.

15/ Ibid., paras. 45.10.

16/ See, inter alia, DP/1990/16, para. 10 and E/AC.51/1992/5, para. 483.

17/ Official Records of the General Assembly, Forty-sixth Session, Supplement No. 6 (A/46/6/Rev.1), paras. 11A.26-38; and addendum, sect. I.

18/ RAF/93/004/A/01/51, pp. 6, 7 and 20-22 and annex.

19/ A/46/6 (Sect. 8), paras. 8.128-142.

20/ A/C.5/48/64; and A/48/810.

21/ Africa Recovery, vol. 7, No. 2, October 1993, p. 1.

22/ A/48/336 and A/48/335.

23/ A/48/334.

24/ DP/1993/17, paras. 1, 24-25.

25/ A/46/6/Rev.1/Add.1, sect. III.11.A, para. 163.

26/ E/AC.51/1992/5, para. 524.

27/ A/47/6/Rev.1, para. 45.20 (g).

28/ Project RAF/93/004/A/0451, pp. 9, 11 and 12.

29/ A/47/453/Add.1, paras. 25-31.

30/ Project RAF/93/004/A/01/51, pp. 9, 13 and 20.

31/ See A/AC.198/1993/5, para. 6 (a).

32/ A/48/407, paras. 62-67.

33/ See, inter alia, A/46/6/Rev.1/Add.1, sect. III.11.A, paras. 178 (c) and 186; and A/48/407, paras. 64-65.

34/ See, inter alia, A/48/6 (Sect. 8), para. 8.132 (4).

35/ Project RAF/93/004/A/01/51, pp. 10, 19-20.

36/ A/48/PV.50.

37/ Project RAF/93/004/A/01/51, pp. 16 and 18.

38/ E/AC.51/1992/5, paras. 479-507.

39/ DP/1993/17, para. 4.

40/ A/48/PV.49.